DOCUMENT RESUME

ED 213 467 JC 820 091

AUTHOR Van Groningen, Tom
TITLE It's Time to Reassess.
PUB DATE 8 Mar 82
NOTE 28p.; Paper presented at the Annual Conference of the Association of California Community College Administrators (Monterey, CA, March 7-9, 1982).

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS College Role; *Community Colleges; *Educational Change; *Educational Finance; *Financial Problems; Financial Support; Public Opinion; *Social Change; State Aid; State Legislation; Statewide Planning; Two Year Colleges
IDENTIFIERS *California

ABSTRACT

In light of recent changes in social and cultural values and the effects these changes have had on higher education, community college leaders must take the time to reassess the mission and function of the California community colleges. Shifts away from traditional values toward an increased emphasis on personal needs and aspirations may explain in part the public's diminished support for public services, including higher education. This change in attitude requires a reevaluation of the community college mission, which until now has continually expanded, so that now community colleges provide transfer, vocational, and remedial education and community services. Recent studies have attempted to analyze how well the community colleges are fulfilling these missions. These studies provide interesting information, but generalizations derived from them may be invalid or misleading. Related to the question of mission is the question of funding for California's community colleges. Between 1972 and 1982, seven different funding policies were in effect. The frequency of these policy changes has produced several aberrations and led to differential effects on community college districts. It is time to explore alternatives that will provide greater stability in funding and to address the factors that have negatively affected legislative determination of community college funding levels, and also time to demonstrate concern with the continued quality of the community college system. (AYC)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED213467

It's Time to Reassess.

Tom Van Groningen

Paper Presented at the Annual Conference of the Association of California Community College Administrators. (Monterey, CA, March 7-9, 1982).

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

Tom Van Groningen

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

X This document has been reproduced as received from the person or organization originating it.

☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official NIE position or policy.

JC 820091

ACCCA Annual Conference, Keynote Address, Monday, March 8, 1982

Tom Van Groningen, Superintendent
Yosemite Community College District

IT'S TIME TO REASSESS

THE OPPORTUNITY TO PRESENT AN ADDRESS OF THIS NATURE TO ONE'S COLLEAGUES IS INDEED AN HONOR AND A CHALLENGE. AT THE TIME THE INVITATION WAS RECEIVED I WAS FLATTERED AND ACCEPTED PRIOR TO REALIZING THE MAGNITUDE OF THE RESPONSIBILITY. AS THESE REMARKS WERE BEING PREPARED I CAME TO THE CONCLUSION THAT I MAY NOT HAVE EXERCISED THE BEST JUDGMENT IN ACCEPTING THE INVITATION. HOWEVER, A COLLEAGUE, BEING AWARE OF MY ETHNICITY AND BACKGROUND ONCE TOLD ME THAT THE DUTCH TEND TO BE DUMB. THAT REALLY ISN'T TRUE -- WE JUST DO DUMB THINGS

FOLLOWING DISTRIBUTION OF THE AD COM LISTING ME AS THE KEYNOTE SPEAKER, ONE OF MY COLLEAGUES ANONYMOUSLY SENT ME THIS QUOTE FROM CHESTERTON:

> "THE AIM OF THE SCULPTOR IS TO CONVINCE US THAT HE IS A SCULPTOR; THE AIM OF THE ORATOR IS TO CONVINCE US THAT HE IS NOT AN ORATOR."

THE PLANNING COMMITTEE INDICATED THAT THE KEYNOTE ADDRESS SHOULD BE PROVOCATIVE, STIMULATING, INTERESTING, INFORMATIVE AND ENTERTAINING. NOW IF YOU BELIEVE THIS ADDRESS WILL HAVE ALL OF THESE CHARACTERISTICS, YOU STAYED UP TOO LATE LAST NIGHT. I UNDOUBTEDLY WILL NOT BE ABLE TO ACCOMPLISH ALL OF THOSE OBJECTIVES; HOWEVER, I AM GOING TO GIVE IT A GOOD "COLLEGE TRY".

YOU MAY NOT BE ENTERTAINED, BUT HOPEFULLY YOU WILL BE CHALLENGED AND PROVOKED TO REASSESS YOUR MIND-SETS AND PERHAPS EVEN REARRANGE A FEW BIASES.

IN ORDER TO REASSESS AND DETERMINE WHERE WE SHOULD BE GOING, WE OBVIOUSLY MUST KNOW WHERE WE HAVE BEEN AND WHERE WE ARE. IN AN EFFORT TO PROVIDE A PERSPECTIVE, I WILL BEGIN WITH SOME GLOBAL, GENERAL CONCEPTS AND NARROW TOWARD A MORE SPECIFIC FOCUS REGARDING THE ISSUES FACED BY THOSE OF US IN COMMUNITY COLLEGE LEADERSHIP ROLES.

I WILL BEGIN BY SHARING WITH YOU A PERSPECTIVE REGARDING BASIC CHANGES THAT HAVE OCCURRED IN OUR SOCIAL AND CULTURAL VALUE SYSTEM AND THE EFFECT THEY HAVE HAD ON HIGHER EDUCATION, AND SECONDLY, SOME OBSERVATIONS REGARDING THE MISSION AND FUNCTION OF THE COMMUNITY COLLEGE SYSTEM AND THE POSSIBLE NEED TO CHANGE THEM. THIRDLY, I WILL PRESENT INFORMATION REGARDING COMMUNITY COLLEGE FUNDING, AND FOURTHLY, THE NEED TO HAVE US BECOME STATESMEN FOR THE COMMUNITY COLLEGE SYSTEM RATHER THAN REPRESENTATIVES OF A PARTICULAR INTEREST OR DISTRICT.

THE LEVELS OF CONFLICT WHICH WE ARE EXPERIENCING IN HIGHER EDUCATION TODAY SHOULD NOT SURPRISE ANY OF US. WE ARE IN A PERIOD OF ENORMOUS TRANSITION IN OUR SOCIETY AND SINCE HIGHER EDUCATION IS AN INDIGENOUS COMPONENT OF OUR CULTURE AND SOCIETY, WE SHOULD NOT EXPECT TO BE IMMUNE FROM THE CONFLICTS WHICH ARE SWIRLING ALL AROUND US. WE MAY BE ABLE TO AVOID THE

EDDIES BEHIND THE ROCKS BUT WE CANNOT ESCAPE THE PERILOUS RAPIDS AS WE TRAVEL THE RIVER OF LIFE. IT HAS BEEN SUGGESTED BY SOME THAT WE SHOULD SIMPLY LASH OURSELVES DOWN AND HANG ON WHILE EXTERNAL DECISION-MAKERS CHANGE THE COURSE OF EVENTS FOR COMMUNITY COLLEGES. OTHERS HAVE SUGGESTED THAT WE SHOULD DIG IN OUR HEELS AND REFUSE TO EVEN GET IN THE BOAT AND RESIST ALL EXTERNAL PRESSURES FOR CHANGE BECAUSE WE ARE THE PROFESSIONAL EDUCATORS AND THEREFORE, WE KNOW WHAT IS BEST.

I SUGGEST THAT BOTH ARE WRONG. IN MY OPINION, WE MUST BE PREPARED TO ROLL UP OUR SLEEVES AND GET INVOLVED. LET'S GET INVOLVED IN THE DIALOGUE WITH THOSE WHO THINK THAT SIGNIFICANT CHANGES NEED TO BE MADE. WE SHOULD ASSUME RESPONSIBILITY FOR EDUCATING WHERE IGNORANCE IS SUSPICIONED ON THE PART OF DECISION-MAKERS AND THE INFLUENTIAL. IF WE FAIL TO TAKE THE TIME TO DO THIS WE THEN FORFEIT OUR RIGHT TO CRITICIZE OR TO EVEN BE A PART OF THE DECISION-MAKING PROCESS.

> ALFRED NORTH WHITEHEAD, A HIGHER EDUCATION HISTORIAN, ONCE OBSERVED "A CLASH OF DOCTRINE IS NOT A DISASTER. IT IS AN OPPORTUNITY."

OUR OVERRIDING CONCERN AND RESPONSIBILITY SHOULD BE TO MAKE SURE THIS CONFLICT DOES NOT BECOME CORROSIVE OR DESTRUCTIVE, BUT RATHER A FORCE AND INFLUENCE FOR IMPROVEMENT IN OUR COMMUNITY COLLEGES.

IN THE INTEREST OF ATTEMPTING TO UNDERSTAND THE PHENOMENAL TRANSITION IN WHICH WE ARE INVOLVED, IT IS APPROPRIATE TO REFLECT A FEW MOMENTS ON WHAT HAS BEEN HAPPENING IN THE SOCIETY WHICH WE SERVE. SOCIOLOGISTS AND SOCIAL RESEARCHERS ARE HAVING A DIFFICULT TIME PREDICTING WHAT THE FUTURE HOLDS. HOWEVER, THEY HAVE PROVIDED US WITH CONSIDERABLE INFORMATION REGARDING WHAT HAS OCCURRED AND WHAT IS HAPPENING WITHIN OUR SOCIETY.

DANIEL YANKELOVICH, THE NOTED SOCIAL RESEARCHER, IN A SERIES OF ARTICLES ENTITLED "SEARCHING FOR SELF-FULFILLMENT IN A WORLD TURNED UPSIDE DOWN", SUGGESTS THAT OUR CULTURAL AND SOCIAL CHANGES MAY BE LIKENED TO WHAT HAPPENS TO THE GEOLOGICAL PLATES MOVING BELOW THE SURFACE OF THE EARTH TRANSFORMING THE PHYSICAL LANDSCAPE, THEREBY MAKING WHAT WE SEE AND EXPERIENCE LESS FAMILIAR AND LESS COMFORTABLE. FOLLOWING IS A QUOTATION FROM YANKELOVICH WHICH GRAPHICALLY ILLUSTRATES, IN MY OPINION, WHAT HAS BEEN HAPPENING.

> "ACCORDING TO THE GEOLOGICAL THEORY OF PLATE TECTONICS, GIANT PLATES UNDERGIRD THE EARTH'S SURFACE AND KEEP IT STABLE AND RIGID. SOMETIMES THESE IMMENSE GEOLOGIC FORMATIONS, GRINDING AGAINST ONE ANOTHER BENEATH THE SURFACE OF THE EARTH, SHIFT POSITION. THEIR MOVEMENTS MAY BE SLIGHT, BUT THE PLATES ARE SO MASSIVE THAT ALONG THEIR FAULT LINES EVEN SLIGHT SHIFTS CAUSE VOLCANOES AND EARTHQUAKES ON THE SURFACE.

INCREASINGLY IN RECENT YEARS, OUR STUDIES OF THE PUBLIC SHOW THE GIANT PLATES OF AMERICAN CULTURE SHIFTING RELENTLESSLY BENEATH US. THE SHIFTS CREATE HUGE DISLOCATIONS IN OUR LIVES. THOSE LIVING CLOSEST TO SOCIETY'S FAULT LINES ARE THE FIRST TO BE THROWN INTO NEW PREDICAMENTS. BUT EVEN THOSE AT A DISTANCE FEEL THE TREMORS."

AT THE CORE OF THIS SOCIAL EARTHQUAKE IS A CULTURAL REVOLUTION WHICH SUGGESTS THAT SOME BASIC CHANGES HAVE OCCURRED AND THAT OUR HOPING AND LONGING FOR A RETURN TO THE GOOD OLD DAYS' TRADITIONAL VALUES IS A CONTRADICTION IN TERMS AT BEST, AND MORE LIKELY, IMPOSSIBLE. MR. YANKELOVICH SUGGESTS THAT AMONG THE FACTORS WHICH HAVE CAUSED OR INFLUENCED THESE BASIC CHANGES ARE THE FOLLOWING:

1. DEMOGRAPHIC SHIFT

   A BASIC DEMOGRAPHIC SHIFT IN THE POPULATION. ONE NEEDS ONLY TO OBSERVE WHAT IS HAPPENING REGARDING THE AVERAGE AGE OF OUR POPULATION, AS WELL AS FAMILY SIZE, AND WHERE PEOPLE ARE CHOOSING TO LIVE. AND, AS TOFFLER SUGGESTS IN HIS BOOK THE THIRD WAVE, NOT ONLY HAVE WE PROGRESSED THROUGH THE AGRARIAN-BASED FIRST WAVE IN OUR COUNTRY'S DEVELOPMENT, BUT WE ARE APPROACHING THE END OF AN INDUSTRIALIZED SECOND WAVE. WHO KNOWS WHAT THE IMPACT OF THE THIRD WAVE INFORMATION REVOLUTION WILL BE ON COMMUNITY COLLEGES?

2. NEW CONSERVATISM

WE ARE EXPERIENCING A NEW FORM OF CONSERVATISM IN THE UNITED STATES. THERE IS IN GENERAL LESS INTEREST IN AND PUBLIC SUPPORT FOR SOCIAL PROGRAMS, INCLUDING HIGHER EDUCATION. OBSERVE WHAT IS HAPPENING AT THE STATE AND NATIONAL LEVEL AS A RESULT OF THIS NEW CONSERVATISM.

RESULTS OF A RECENT SURVEY REPORTED IN THE CHRONICLE OF HIGHER EDUCATION INDICATE THAT ENTERING COLLEGE FRESHMEN IN 1981 CONSIDER THEMSELVES MORE CONSERVATIVE THAN THEIR PREDECESSORS. THE EVIDENCE APPEARS CONVINCING!

3. FOCUS ON SELF

THERE HAS BEEN A SHIFT FROM SELF-DENIAL TO A FOCUS ON SELF. THE CHANGES IN LIFESTYLE IN THE LAST COUPLE OF DECADES CLEARLY INDICATE THAT THE TYPICAL HEAD OF HOUSEHOLD WHO WORKED HARD TO PROVIDE FOOD, SHELTER, CLOTHES AND EDUCATION FOR HIS FAMILY IS NOT AS PREVALENT TODAY. NOW PERSONAL NEEDS HAVE BECOME MORE IMPORTANT AS EVIDENCED BY EMERGING LIFE-STYLES. THIS CHANGE VERY LIKELY IS A FACTOR IN THE ERODING SUPPORT FOR PUBLIC SERVICES, GENERALLY, AND HIGHER EDUCATION, SPECIFICALLY.

4. THE PSYCHOLOGY OF ENTITLEMENT

AN INCREASING NUMBER OF PEOPLE BELIEVE THAT THEY ARE ENTITLED TO THE RIGHTS AND PRIVILEGES WHICH IN A PREVIOUS GENERATION WERE VIEWED AS THE FRUITS OF ONE'S LABORS. THE PSYCHOLOGY OF ENTITLEMENT ALSO SERVES TO FOCUS ON SELF FROM A SLIGHTLY DIFFERENT PERSPECTIVE AND IS ACCOMPANIED BY A LEVEL OF IMPATIENCE THAT CAN BEST BE DESCRIBED BY ONE MODERN AMERICAN'S PRAYER,

"DEAR GOD, I PRAY FOR PATIENCE -- AND I WANT IT RIGHT NOW!"

5. MERITOCRACY

SOCIAL RESEARCHERS HAVE IDENTIFIED AN EMERGING MERITOCRACY WHICH SUGGESTS THAT MATERIAL ACHIEVEMENT AND ACCOMPLISHMENT DIRECTLY PRODUCES OPPORTUNITIES FOR ELEGANCE AND A REFASHIONED TRADITIONALISM FOR THOSE WHO MERIT THEM. AGAIN, THE FOCUS IS ON SELF IN THAT THESE ARE EARNED PRIVILEGES.

6. TECHNOLOGICAL ADVANCEMENTS

THE TECHNOLOGICAL ADVANCEMENTS OF THE LAST DECADE CAUSE US TO BECOME EVER MORE INTERESTED IN A LIFE MADE EASIER AND HOPEFULLY, MORE COMFORTABLE.

TOFFLER'S THIRD WAVE DISCUSSES AT GREAT LENGTH THE IMPLICATIONS OF OUR ROMANCE WITH TECHNOLOGY.

THE AVAILABILITY OF A VIDEO DISPLAY TERMINAL IN MOST EVERY HOME WILL CONCEIVABLY MAKE IT UNNECESSARY FOR PEOPLE TO GO TO A JOB SITE FOR THEIR EMPLOYMENT OR, FOR THAT MATTER, FOR THEIR EDUCATION.

A LARGE LOS ANGELES FIRM WHICH EMPLOYS 10,000 PEOPLE, MOST OF WHOM PERFORM THEIR WORK USING VIDEO DISPLAY TERMINALS, CONDUCTED A SURVEY RECENTLY TO DETERMINE THE AMOUNT OF TIME SPENT DAILY COMMUTING TO AND FROM THE OFFICE AND THE NUMBER OF MILES TRAVELED. THEY FOUND THAT THE AVERAGE EMPLOYEE SPENT MORE THAN TWO HOURS PER DAY ON THE FREEWAYS TRAVELING AN AVERAGE OF 70 MILES ROUNDTRIP. THAT COMPUTES TO OVER 20,000 HOURS AND 700,000 MILES PER DAY.

WHAT DOES ALL OF THIS MEAN FOR COMMUNITY COLLEGES? IT SUGGESTS A PATTERN OF INCREASED EMPHASIS ON ONE'S PERSONAL NEEDS, WANTS, WISHES AND ASPIRATIONS BASED ON A LIFE MADE EASIER BY TECHNOLOGY. IT ALSO SUGGESTS A SHIFT AWAY FROM THE TRADITIONAL VALUES WHICH WERE PRIMARILY BASED ON HARD WORK AND FAMILY NEEDS. IN EFFECT, THE COMPOSITION OF OUR SOCIAL FABRIC IS CHANGING FROM THREAD MADE OF THE ETHIC OF SELF-DENIAL TO THREAD MADE OF THE ETHIC OF DUTY TO SELF. THIS EXPLAINS AT LEAST PARTIALLY WHAT HAS HAPPENED AND IS HAPPENING IN TERMS OF THE PUBLIC'S DIMINISHED SUPPORT FOR PUBLIC SERVICES, INCLUDING HIGHER EDUCATION. MANY AMERICANS HAVE GROWN WEARY OF THE TRADITIONAL

GIVING/GETTING CONCEPT WHICH WAS ESSENTIALLY BASED ON SELF-DENIAL. IT WOULD APPEAR THAT SUBTLY, MANY HAVE DECIDED TO FOCUS ON SELF AND RETAIN PROPORTIONATELY MORE OF THEIR EARNINGS AS DISCRETIONARY INCOME.

> THIS REMINDS ME OF THE LINCOLN STORY ABOUT THE FARMER WHO SAID "I'M NOT GREEDY ABOUT LAND -- I ONLY WANT WHAT JOINS MINE."

SINCE IT IS NOT LIKELY THAT THE PUBLIC'S ATTITUDE TOWARD SUPPORT OF PUBLIC HIGHER EDUCATION WILL CHANGE IN THE SHORT RUN, I SUGGEST THAT OUR CHALLENGE AS COMMUNITY COLLEGE LEADERS IS TO DEVELOP NEW STRATEGIES. THIS SHOULD ENABLE US TO CONTINUE THE DELIVERY OF EDUCATIONAL SERVICES TO A PUBLIC WHICH NEEDS BUT IS NOT WILLING TO PAY FOR THEM IN THE SAME WAY IT HAS IN THE PAST.

THE PREVIOUS STATEMENTS ARE NOT INTENDED TO BE MORALLY OR ETHICALLY JUDGMENTAL. THEY ARE INTENDED MERELY AS A DESCRIPTION OF WHAT HAS HAPPENED AND IS HAPPENING IN OUR SOCIETY AND WHICH HAVE SIGNIFICANT IMPLICATIONS FOR THOSE WHO ARE BOTH DEPENDENT ON AND SERVE SOCIETY. THE RIGHTNESS OR WRONGNESS OF THESE CHANGES HOPEFULLY WILL BE DISCUSSED DURING THIS CONFERENCE.

I WOULD NOW LIKE TO FOCUS ATTENTION FOR A FEW MOMENTS ON THE MISSION AND FUNCTION OF THE COMMUNITY COLLEGE SYSTEM AND THE POSSIBLE NEED FOR MODIFICATION. THE DONAHOE HIGHER EDUCATION ACT BECAME EFFECTIVE JULY 1, 1961. IT CREATED A HIGHER EDUCATION TRIPARTITE SYSTEM INVOLVING THE

UNIVERSITY OF CALIFORNIA, CALIFORNIA'S STATE COLLEGES AND THE STATE'S COMMUNITY COLLEGES WHICH HAD PREVIOUSLY BEEN CONSIDERED A PART OF THE SECONDARY EDUCATION SYSTEM. THE DONAHOE ACT ESTABLISHED A CHARTER FOR COMMUNITY COLLEGES WHICH HAS BECOME KNOWN AS A MISSION STATEMENT. AMONG OTHER THINGS, IT STIPULATED THAT COMMUNITY COLLEGES SHOULD PROVIDE A BASIC TRANSFER PROGRAM TO FOUR-YEAR DEGREE-GRANTING INSTITUTIONS. IT ALSO GAVE COMMUNITY COLLEGES THE RESPONSIBILITY FOR PROVIDING OCCUPATIONAL AND VOCATIONAL TRAINING AS WELL AS CONTINUING EDUCATION FOR THOSE NEEDING RECERTIFICATION OF LICENSURE OR UPGRADING OF SKILLS. SEPARATE LEGISLATIVE AUTHORIZATION WAS ALSO PROVIDED TO LEVY A MODEST TAX FOR THE SUPPORT AND OPERATION OF COMMUNITY SERVICES PROGRAMS.

MORE RECENTLY, COMMUNITY COLLEGES ASSUMED RESPONSIBILITY FOR REMEDIAL EDUCATION, OR IF YOU PREFER, THE TEACHING OF BASIC SKILLS, SO THAT STUDENTS PREVIOUSLY DEPRIVED COULD SUCCEED IN AN ACADEMIC COURSE OF STUDY. EVEN MORE RECENT LEGISLATIVE ENACTMENTS PROVIDED FUNDING FOR PROGRAMS FOR THE HANDICAPPED. SOME COMMUNITY COLLEGES ASSUMED RESPONSIBILITY FOR ADULT EDUCATION PROGRAMS, OFTEN IN COMPETITION WITH K-12 DISTRICTS.

THIS BRIEF REVIEW, THEN, ESTABLISHES THE BACKDROP AGAINST WHICH WE MUST CONSIDER A POSSIBLE REVIEW OF OUR MISSION. THE PATTERN IS CLEAR. COMMUNITY COLLEGES EITHER BY DIRECTION OR BECAUSE OF THEIR AVAILABILITY AND ACCESSIBILITY HAVE IN SOME INSTANCES AND TO SOME DEGREE BECOME ALL THINGS TO ALL PEOPLE.

THE STATEMENT THAT COMMUNITY COLLEGES WERE FOR THOSE WHO COULD PROFIT FROM THEM HAS BEEN INTERPRETED LIBERALLY. TODAY MORE THAN 1.4 MILLION CALIFORNIANS ARE ENROLLED IN ONE OR MORE CLASSES IN A COMMUNITY COLLEGE. THIS NUMBER IS FAR GREATER THAN THE COMBINED ENROLLMENT OF BOTH THE UC AND THE CSU SYSTEMS AND REPRESENTS APPROXIMATELY 25% OF ALL UNITED STATES CITIZENS ATTENDING COMMUNITY COLLEGES.

IN 1978 THE CALIFORNIA ELECTORATE APPROVED PROPOSITION 13. THE OBVIOUS RESULT HAS BEEN A RESTRICTION ON THE FINANCIAL RESOURCES AVAILABLE TO COMMUNITY COLLEGES AND OTHER PUBLICLY SUPPORTED INSTITUTIONS. PERHAPS OF MORE SIGNIFICANCE HOWEVER, WAS THE TRIGGERING OF A WAVE OF PUBLIC AND POLITICAL INTEREST WHICH IS TEARING AT THE VERY HEART OF THESE PUBLIC INSTITUTIONS. IN RELATION TO COMMUNITY COLLEGES, THE PARTICIPANTS IN THIS STAGGERING REASSESSMENT INCLUDE BOTH SUPPORTERS AND ANTAGONISTS. SUPPORT FOR THE INSTITUTION AS IT CURRENTLY EXISTS TENDS TO EMANATE FROM THOSE WHO HAVE BEEN SERVED BY THE INSTITUTION AND THOSE OF US WHO ARE PRIVILEGED TO REPRESENT THEM. CRITICS INCLUDE THOSE WHO BELIEVE THAT USERS SHOULD PAY, AS WELL AS OTHER INSTITUTIONS WHICH MIGHT CONCEIVABLY GAIN BY THE DEMISE OF THE COMMUNITY COLLEGE SYSTEM.

ONE OTHER RESULT OF THE PASSAGE OF PROPOSITION 13 WHICH CANNOT BE OVER-EMPHASIZED IS THAT CALIFORNIA'S COMMUNITY COLLEGES WERE TRANSFORMED FROM LOCALLY CONTROLLED INSTITUTIONS TO WHAT IS NOW EFFECTIVELY A STATEWIDE SYSTEM. NO LONGER CAN

A LOCAL BOARD AND ITS CONSTITUENCY DETERMINE THE LEVEL OF FINANCIAL SUPPORT OF ITS COMMUNITY COLLEGE. THIS IS NOW A DETERMINATION WHICH IS MADE BY THE CALIFORNIA LEGISLATURE.

STUDIES CONDUCTED BY RESEARCHERS AND STUDENTS OF HIGHER EDUCATION PROVIDE STATISTICAL INFORMATION FROM WHICH GENERALIZATIONS CAN BE EXTRAPOLATED. UNFORTUNATELY, THESE GENERALIZATIONS SOMETIMES FAIL TESTS OF VALIDITY AND RELIABILITY. AN EXAMPLE OF ONE SUCH STUDY IS REFERENCED IN A RECENT PUBLICATION AUTHORED BY BRENEMAN AND NELSON ENTITLED FINANCING COMMUNITY COLLEGES -- AN ECONOMIC PERSPECTIVE. MR. BRENEMAN IS PRESENT TODAY AND WILL APPEAR ON A PANEL LATER THIS MORNING. MY COMMENTS ARE NOT INTENDED AS CRITICISM OF HIM OR OF THE PUBLICATION. THE BOOK IS VERY INFORMATIVE AND ENLIGHTENING AND I RECOMMEND THAT IT BE PLACED ON YOUR "MUST" READING LIST.

RESULTS TAKEN FROM A STUDY ENTITLED "THE NATIONAL LONGITUDINAL STUDY OF THE HIGH SCHOOL CLASS OF 1972" IN MY OPINION, ARE SUSPECT AS REFLECTED IN THE FOLLOWING QUOTATION:

> "IN OUR ANALYSIS OF THE NATIONAL LONGITUDINAL STUDY OF THE HIGH SCHOOL CLASS OF 1972, WE FOUND THAT ONLY 16 PERCENT OF TWO-YEAR COLLEGE STUDENTS ENROLLED IN ACADEMIC PROGRAMS HAD EARNED A BACHELOR'S DEGREE FOUR AND ONE-HALF YEARS LATER, COMPARED TO 44 PERCENT WHO BEGAN IN A FOUR-YEAR COLLEGE OR UNIVERSITY. EVEN AFTER CONTROLLING

FOR A WIDE RANGE OF BACKGROUND CHARACTERISTICS, INCLUDING EDUCATIONAL ASPIRATIONS, ENROLLING IN A COMMUNITY COLLEGE WAS A SIGNIFICANT -- AND NEGATIVE -- FACTOR IN DETERMINING BACHELOR'S DEGREE COMPLETION. THE ANALYSIS SUGGESTED THAT A MAJORITY OF STUDENTS WOULD HAVE A BETTER CHANCE OF EARNING A BACHELOR'S DEGREE IF THEY START AT A FOUR-YEAR RATHER THAN A TWO-YEAR COLLEGE. THESE FINDINGS RAISE AN IMPORTANT QUESTION FOR STATE EDUCATIONAL POLICY IN THE 1980'S, PARTICULARLY FOR THOSE STATES WHERE EXCESS CAPACITY IS ANTICIPATED IN THE HIGHER EDUCATION SYSTEM. SHOULD STATES CONTINUE TO ENCOURAGE TRANSFER ENROLLMENTS IN COMMUNITY COLLEGES OR INSTEAD PURSUE POLICIES TO ASSIST AS MANY FULL-TIME DEGREE-SEEKING STUDENTS TO ENROLL DIRECTLY IN FOUR-YEAR COLLEGES?"

THE ACQUISITION OF AN AB DEGREE AFTER FOUR AND ONE-HALF YEARS IS HARDLY A VALID MEASURE OF SUCCESS FOR A TYPICAL COMMUNITY COLLEGE TRANSFER STUDENT WHO, IN MOST CASES, IS REQUIRED TO WORK PART-TIME IN ORDER TO ATTEND COLLEGE. PERHAPS THE SURVEY SHOULD BE CONTINUED TO DETERMINE HOW MANY OF THESE STUDENTS HAVE EARNED DEGREES AFTER FIVE, SEVEN OR TEN YEARS.

ANOTHER STUDY REFERENCED IN THE BRENEMAN-NELSON PUBLICATION SUGGESTS THAT OCCUPATIONAL STATUS IS ADVERSELY

AFFECTED BY ATTENDING COMMUNITY COLLEGES. ALTHOUGH THE RESULTS ARE NOT ENDORSED BY THE AUTHORS, IT IS THE KIND OF INFORMATION WHICH IS MISLEADING. IT ALSO IS A CONSIDERABLE DISSERVICE TO COMMUNITY COLLEGES AND THEIR STUDENTS.

THE QUESTIONS WHICH ARE LEFT UNANSWERED IN A STUDY OF THIS KIND INCLUDE THE FOLLOWING:

1. WHAT IS A VALID MEASURE OF OCCUPATIONAL STATUS?
2. WHAT WAS THE STUDENT'S OBJECTIVE WHEN HE OR SHE EMBARKED UPON THE COURSE OF STUDY?

IN RECENT YEARS, SOCIETY HAS GIVEN CONSIDERABLE LIP SERVICE TO PROVIDING INCREASED AND IMPROVED VOCATIONAL/ OCCUPATIONAL TRAINING PROGRAMS. COMMUNITY COLLEGES HAVE BEEN IN A UNIQUE POSITION TO RESPOND TO THIS NEED. NOW AS A RESULT OF THIS AND OTHER STUDIES FOCUSING ON TRANSFER FUNCTION, COMMUNITY COLLEGES ARE BEING INDICTED FOR HAVING FAILED OUR STUDENTS. OTHER STUDIES INDICATE THAT THE FREQUENCY OF DROP-INS AND DROP-OUTS ARE GENERALLY CONSIDERED MEASURES OF FAILURE. IN REALITY, JOB-OUTS IN MOST INSTANCES ARE EVIDENCE OF SUCCESS -- THE STUDENT HAS ACHIEVED THE PARTICULAR OBJECTIVE SOUGHT AND IS NOW EMPLOYABLE. OTHER STUDENTS HAVE BEEN INTERESTED IN ACQUIRING A SPECIFIC SKILL WITHOUT THE INTENT OF COURSE COMPLETION OR ACQUISITION OF A SPECIFIC DEGREE OR CERTIFICATE.

IN THE FINAL ANALYSIS, PEOPLE "VOTE WITH THEIR FEET." THIS OF COURSE SUGGESTS THAT IF COMMUNITY COLLEGE ENROLLMENTS

CONTINUE TO INCREASE WE MUST BE MEETING AN EDUCATIONAL NEED. MOST PEOPLE ARE NOT INCLINED TO SUBJECT THEMSELVES TO THE RIGORS AND DEMANDS OF A COLLEGE PROGRAM IF IT IS NOT MEETING THEIR NEEDS. THE CONTINUING AND INCREASING DEMAND FOR COMMUNITY COLLEGE PROGRAMS WOULD SEEM TO INDICATE A HIGH LEVEL OF SATISFACTION AND, THEREFORE, SUCCESS.

ALTHOUGH WE COULD MOUNT A STRONG CAMPAIGN IN DEFENSE OF THE COMMUNITY COLLEGE SYSTEM JUST AS IT PRESENTLY EXISTS, WE NEED TO DO MORE. WE NEED TO REASSESS.

IT IS TIME TO DETERMINE IF THE MISSION AND PROGRAM PATTERNS WHICH HAVE DEVELOPED OVER THE LAST SEVERAL DECADES AND THE MISSION WHICH HAS EMERGED ARE APPROPRIATE FOR THE FUTURE. THIS IS PARTICULARLY TRUE IN LIGHT OF THE SOCIAL AND CULTURAL PHENOMENA PREVIOUSLY DISCUSSED. I SUGGEST THAT WE SHOULD NOT BE DEFENSIVE OF THE STATUS QUO. RATHER WE SHOULD INSIST THAT WE BE INVOLVED IN THE REASSESSMENT PROCESS. WE SHOULD ALSO INSIST THAT THE EVALUATIVE CRITERIA USED IN JUDGING OUR PAST SUCCESS OR LACK OF IT BE VALID AND RELIABLE AND NOT BASED ON VISCERAL FEELINGS OR INTUITION.

I WOULD NOW LIKE TO SPEND A FEW MINUTES DISCUSSING FUNDING FOR CALIFORNIA'S COMMUNITY COLLEGES. FUNDING POLICIES FOR CALIFORNIA COMMUNITY COLLEGES DURING THE DECADE 1972 - 1982 CAN BEST BE DESCRIBED AS KALEIDOSCOPIC. WITHIN A PERIOD OF TEN YEARS, SEVEN DIFFERENT FUNDING POLICIES WERE IN EFFECT. TO BRIEFLY REVIEW, THE SEVEN ARE AS FOLLOWS:

1. PRIOR TO 1973 COLLEGE DISTRICT REVENUES WERE GENERATED USING A FOUNDATION PROGRAM ESTABLISHED BY THE LEGISLATURE INVOLVING A MIX OF LOCAL AND STATE REVENUE. A LOCAL BOARD, WITH THE APPROVAL OF THE ELECTORATE, COULD LEVY ADDITIONAL LOCAL TAXES.
2. IN 1973 SENATE BILL 6 WAS ENACTED IN WHICH AVERAGE REVENUE PER STUDENT WAS SPECIFIED, WITH STATE AND LOCAL TAX REVENUE VARYING AS NEEDED TO PROVIDE THE SPECIFIED SUPPORT.
3. IN 1975 THE STATE LEGISLATURE PLACED A 5 PERCENT CAP OR LIMIT ON ADA GROWTH.
4. IN 1976, UNDER SB 1641, COMMUNITY COLLEGES RETURNED TO A FORM OF TAX RATE CONTROL THAT EXISTED PRIOR TO 1973. STATE AID WAS PROVIDED AT AN AVERAGE RATE RATHER THAN ACCORDING TO A FOUNDATION PROGRAM.
5. IN 1978 THE ELECTORATE PASSED PROPOSITION 13 AND THE LEGISLATURE SUBSEQUENTLY ENACTED SB 154 WHICH PROVIDED FOR BLOCK GRANT FUNDING AT ABOUT 8 PERCENT BELOW THE PRIOR YEAR.
6. IN 1979 AB 8 WAS ENACTED WHICH PROVIDED A FIXED APPROPRIATION OF STATE GENERAL FUND REVENUES IN COMBINATION WITH LEGISLATIVELY-PRESCRIBED LOCAL REVENUE. THE CONCEPT OF MARGINAL GROWTH FUNDING WAS INTRODUCED AT THE SAME TIME.

7. IN 1981, AB 1626 WAS ENACTED WHICH, ALTHOUGH EMBODYING THE BASIC ELEMENTS OF AB 8, MADE SOME SIGNIFICANT CHANGES.

THE FREQUENCY OF CHANGE IN FUNDING POLICIES HAS PRODUCED SEVERAL ABERRATIONS. THESE CHANGES IN FUNDING TECHNIQUES LOCKED IN CERTAIN RATIOS AND HISTORICAL PATTERNS OF FUNDING. FORTUNATE DISTRICTS AT EACH POINT OF CHANGE ENJOYED SPECIAL BENEFITS THAT TENDED TO BE LOCKED IN FOR FUTURE FUNDING. UNFORTUNATE DISTRICTS LOBBIED FOR, AND SOMETIMES RECEIVED, SPECIAL LEGISLATIVE CONSIDERATION WHICH ALSO BECAME LOCKED IN FOR FUTURE FUNDING. OTHER UNFORTUNATE DISTRICTS CONTINUE TO BE THE VICTIMS OF THE CHANGES IN FUNDING POLICY AND, IN SOME INSTANCES, FIND THEMSELVES ON THE THRESHHOLD OF BANKRUPTCY.

ALTHOUGH MUCH MORE CAN BE SAID ABOUT THE VARIOUS FUNDING POLICIES WHICH WE HAVE EXPERIENCED IN THE PAST DECADE, SUFFICE IT TO SAY THAT LONG-RANGE FINANCIAL PLANNING HAS BEEN CONSPICUOUS BY ITS ABSENCE. WE HAVE EXPERIENCED A YEAR-TO-YEAR CRISIS WHICH HAS NOT BEEN A CONDUCIVE ENVIRONMENT FOR PLANNING. IT IS TIME TO REASSESS.

IT IS TIME THAT WE EXPLORE ALTERNATIVES WHICH WILL PROVIDE GREATER STABILITY IN FUNDING. IN AN EFFORT TO ACHIEVE THIS OBJECTIVE, THE ACCCA FINANCE COMMISSION HAS DEVELOPED A BILL EMBODYING BASIC CONCEPTS WHICH, HOPEFULLY, WILL ACHIEVE INCREASED STABILITY.

IT IS NO SECRET THAT COMMUNITY COLLEGES HAVE NOT FARED WELL DURING THE PAST SEVERAL YEARS IN RECEIVING A FAIR SHARE OF STATE SUPPORT.

REASONS WHY COMMUNITY COLLEGES DID NOT RECEIVE MORE FAVORABLE CONSIDERATION BY THE LEGISLATURE IN DETERMINING FUNDING LEVELS FOR 1981-82 IN MY OPINION INCLUDE:

1. OUR STEADFAST OPPOSITION TO TUITION AND FEES. PHILOSOPHICALLY THIS IS A VERY DEFENSIBLE POSITION. IN MY OPINION, HOWEVER, IT WAS A NEGATIVE FACTOR WHEN THE LEGISLATURE WAS CUTTING THE FINANCIAL PIE LAST SPRING. I THINK IT IS COMMENDABLE THAT COMMUNITY COLLEGE LEADERS HAVE BEEN OPENLY AND CANDIDLY DISCUSSING THE PROS AND CONS OF A FEE/TUITION STRUCTURE. FAILURE TO DO SO IS ANALAGOUS TO PLACING OUR HEADS IN THE SAND AND ASSUMING THAT THE ISSUE WILL GO AWAY. ALTHOUGH ACCCA REMAINS OPPOSED TO MANDATORY FEES AND TUITION, PHILOSOPHICALLY, BACKUP POSITIONS ARE BEING DEVELOPED IN THE EVENT THE ISSUE BECOMES A VIABLE CONSIDERATION DURING THE LATER STAGES OF STATE BUDGET DEVELOPMENT IN JUNE.

   IN ORDER TO ASSIST US IN AN OBJECTIVE CONSIDERATION OF THIS ISSUE, I RECOMMEND A REVIEW OF THE BRENEMAN-NELSON STATEMENT REGARDING THE EQUITY OF TUITION

AND FEES. THEY SUGGEST THAT TUITION WITH AN EQUITY-BASED FINANCIAL AID PROGRAM MAY BE MORE EQUITABLE THAN A TUITION-FREE SYSTEM. STUDIES REFERENCED BY BRENEMAN AND NELSON INDICATE THAT THE ABSENCE OF TUITION DISPROPORTIONATELY SHIFTS THE BURDEN FOR PUBLIC SUPPORTED HIGHER EDUCATION FROM THE WEALTHY TO THE POOR. THIS IS BASED BOTH ON THE "ABILITY TO PAY" THEORY, AS WELL AS THE PERCENTAGE OF SPENDABLE INCOME WHICH THE POOR MUST ALLOCATE IN SUPPORT OF HIGHER EDUCATION BOTH INDIRECTLY THROUGH TAXES AND DIRECTLY THROUGH COLLEGE ATTENDANCE. THE OBSERVATION BY BRENEMAN AND NELSON, HOWEVER, IS PREDICATED ON THE ASSUMPTION THAT THERE WILL BE ADEQUATE FEDERAL AND STATE STUDENT FINANCIAL AID AVAILABLE. CURRENT TRENDS REDUCING AVAILABLE STUDENT FINANCIAL AID COULD VERY LIKELY EXASCERBATE PRESENT INEQUITIES.

ANOTHER CIRCUMSTANCE THAT CANNOT BE IGNORED IN THIS CONSIDERATION IS REPORTED BY D. KENT HALSTEAD, SENIOR RESEARCH ASSOCIATE AT THE NATIONAL INSTITUTE OF EDUCATION, IN A RECENT STUDY REGARDING FEES AND TUITION. HE REPORTS THAT FEES AND TUITION COLLECTED BY PUBLIC COLLEGES AND UNIVERSITIES, NATIONALLY, WILL AVERAGE ABOUT $950 THIS YEAR.

CALIFORNIA'S UC AND CSU SYSTEMS WILL COLLECT ABOUT HALF THAT AMOUNT WHICH IS ABOUT THE AVERAGE FEE/TUITION LEVEL FOR ALL COMMUNITY COLLEGES IN THE UNITED STATES.

IN THE FINAL ANALYSIS, IT MUST BE NOTED THAT ALTHOUGH COMMUNITY COLLEGES IN CALIFORNIA ARE TUITION FREE, THEY ARE NOT WITHOUT COST TO THE STUDENT. STUDENTS PAY FEES FOR HEALTH CARE, INSTRUCTIONAL MATERIALS, PARKING AND OTHER SERVICES. THEY MUST BUY BOOKS AND SUPPLIES AS WELL AS ABSORB THE COST OF TRANSPORTATION TO AND FROM COLLEGE. IN ADDITION, THEY INVEST TIME IN CLASS ATTENDANCE AND STUDY WHICH PRECLUDES EARNING AN INCOME. A COMMUNITY COLLEGE EDUCATION IS NOT FREE.

THE ISSUE OF TUITION AND FEES IS NOT BLACK OR WHITE -- THEREFORE, I SUGGEST WE MUST CONTINUE TO REASSESS OUR ATTITUDES REGARDING FEES/TUITION. WE MUST MAKE THE EFFORT TO ENSURE THAT OUR POSITION IS CLEARLY DELINEATED AND DEFENSIBLE.

2. ANOTHER REASON COMMUNITY COLLEGES DID NOT RECEIVE MORE FAVORABLE CONSIDERATION BY THE LEGISLATURE IN 1981-82, IN MY OPINION, WAS THE CONTINUING CONFLICT INVOLVING ADULT EDUCATION.

K-12 ADULT EDUCATORS WHO PERCEIVE COMMUNITY COLLEGES TO BE THEIR COMPETITORS, IF NOT ADVERSARIES, HAVE SUCCESSFULLY PLANTED SEEDS OF DOUBT AND SUSPICION WITH SELECTED LEGISLATORS. COMMUNITY COLLEGES, LEGISLATORS HAVE BEEN TOLD, ARE "RIPPING OFF" THE STATE BY CONDUCTING LOW-COST NONCREDIT PROGRAMS AT HIGH COST TO THE STATE. THIS VULNERABILITY IS BEING ADDRESSED IN THE PROPOSED LEGISLATION BEING SPONSORED BY ACCCA.

IT IS NOT ENOUGH TO STATE THAT COMMUNITY COLLEGES SHOULD PROVIDE ALL INSTRUCTION FOR ANYONE 18 YEARS OF AGE OR OLDER. THE LEGISLATORS ARE NOT BUYING THAT CONCEPT. IT IS TIME TO REASSESS OUR POSITION AND OPEN UP DIALOGUE DIRECTLY WITH K-12 ADULT EDUCATORS. SUCH AN EFFORT SHOULD BE DIRECTED TOWARD DEVELOPING A MUTUALLY ACCEPTABLE, IF NOT BENEFICIAL COMPROMISE. WE SHOULD AVOID THE CURRENT "WASHING OF DIRTY LAUNDRY" IN THE LEGISLATIVE ARENA.

3. THIRDLY, THE EXISTENCE OF RESERVES IN SELECTED DISTRICTS HAS ADVERSELY AFFECTED COMMUNITY COLLEGE FUNDING. DURING THE YEARS AFTER THE PASSAGE OF PROPOSITION 13, DISTRICTS WITH SIGNIFICANT RESERVES HAVE TENDED TO MAINTAIN OR INCREASE ENDING BALANCES. DISTRICTS WITH MEAGER RESERVES HAVE FOUND

IT NECESSARY TO USE THEM IN ORDER TO SURVIVE OPERATIONALLY. IN EFFECT, DISTRICTS ARE BEING DIVIDED INTO CATEGORIES OF "HAVES" AND "HAVE NOTS". UNFORTUNATELY, THE LEGISLATURE CONSIDERS ONLY THE "HAVES" WHEN DETERMINING FUNDING LEVELS FOR COMMUNITY COLLEGES. SEVERAL "HAVE NOT" DISTRICTS ARE FINDING IT NECESSARY TO CURTAIL OPERATION AND MAINTENANCE PROGRAMS. OTHERS HAVE FOUND IT NECESSARY TO SEEK SPECIAL LEGISLATION AUTHORIZING LOANS IN ORDER TO MEET YEAR-END EXPENSES.

IT'S TIME TO REASSESS OUR PREVIOUS POSITION WHICH WAS BASED ON THE PREMISE THAT LOCALLY-ACCUMULATED RESERVES WERE NOT THE BUSINESS OR PURVIEW OF THE LEGISLATURE. LEGISLATORS ARE AWARE OF THE PREVIOUSLY-REFERENCED ABERRATIONS WHICH TREATED SOME DISTRICTS MORE FAVORABLY THAN OTHERS AS FUNDING POLICY CHANGES OCCURRED FROM YEAR TO YEAR. IT WILL BE DIFFICULT, IF NOT IMPOSSIBLE, TO CONVINCE LEGISLATORS THAT ACCUMULATION OF LARGE RESERVES IS TOTALLY ATTRIBUTABLE TO SOUND FISCAL MANAGEMENT AND PRUDENCE ON THE PART OF THOSE WHICH HAVE THEM AND INCOMPETENCE AND FISCAL MISMANAGEMENT ON THE PART OF THOSE WHO REPRESENT DISTRICTS WHICH ARE ON THE THRESHHOLD OF BANKRUPTCY.

THE FINANCE COMMISSION HAS DEVELOPED AND THE BOARD OF DIRECTORS HAS APPROVED, A STATEMENT OF PRINCIPLES ENTITLED "CONCEPTS/PRINCIPLES FOR CONSIDERATION IN DEVELOPING A COMMUNITY COLLEGE FINANCE PROPOSAL." THE STATEMENT EMBODIES A WIDE RANGE OF DESIRABLE OBJECTIVES. THERE ARE TWO MATTERS THAT WERE NOT ADDRESSED IN THE STATEMENT OF PRINCIPLES BECAUSE IT APPEARS THEY CANNOT BE EASILY DEALT WITH IN THE CURRENT ENVIRONMENT. HOWEVER, THEY ARE OF SUCH IMPORTANCE AND SIGNIFICANCE THAT I DEEM IT APPROPRIATE TO DISCUSS THEM.

THE FIRST INVOLVES THE 40,000 FULL-TIME EQUIVALENT STUDENTS FOR WHICH THE STATE PROVIDED NO FUNDING IN 1980-81. BY RETAINING THE UNFUNDED ADA IN EACH DISTRICT'S BASE FOR 1981-82, IT IS NOW NECESSARY TO AGAIN PROVIDE EDUCATIONAL SERVICES TO 40,000 FULL-TIME EQUIVALENT STUDENTS FOR WHOM FUNDING WAS NOT PROVIDED IN 1980-81. THIS, OF COURSE, IS CREATING ADDITIONAL STRAIN ON DISTRICT BUDGETS. DISTRICTS WITH RESERVES AGAIN ARE SURVIVING WITHOUT DEVASTATING IMPACT. HOWEVER, DISTRICTS WITH MEAGER OR NO RESERVES MUST CONTINUE TO REDUCE SUPPORT SERVICES AND MAINTENANCE PROGRAMS. THIS EVENTUALLY COULD RESULT IN A DOWNWARD SPIRAL IN WHICH DISTRICTS WITHOUT RESERVES WILL HAVE TO REDUCE APPORTIONMENT-GENERATING PROGRAMS WHICH WILL FURTHER DECREASE INCOME.

AB 1626 PROVIDED THAT DISTRICTS WHICH DECLINE IN 1981-82 WOULD DO SO AT THE RATE THEY GREW IN 1980-81, APPROXIMATELY $587 PER ADA. ALTHOUGH THIS WILL ACCOMMODATE A DISTRICT

WHICH DECLINES IN 1981-82, IT DOES NOTHING FOR A DISTRICT WHICH ATTEMPTS TO MAINTAIN THE LEVEL OF PRIOR YEAR SERVICE OR ACCOMMODATES AN INCREASED DEMAND CREATED BY A GROWING POPULATION.

ANOTHER LESS VISIBLE BUT PERHAPS MORE PERVASIVE CONDITION WHICH CONTINUES TO DILUTE THE FUNDING BASE IS THE INCREMENTAL/DECREMENTAL MARGINAL COST MECHANISM. THIS MECHANISM PROVIDES THAT INCREASES OR DECREASES IN ADA IN ANY GIVEN YEAR PRODUCE INCREASES OR DECREASES IN FUNDING AT APPROXIMATELY TWO-THIRDS OF THE AVERAGE UNIT COST. THIS MECHANISM WORKS EFFECTIVELY IN CIRCUMSTANCES WHERE THERE ARE PERIODIC INCREASES AND DECREASES. IT IS, HOWEVER, TOTALLY INEFFECTIVE IN A CONTINUING GROWTH MODE WHICH IS THE CASE IN MOST DISTRICTS. ALTHOUGH MODEST GROWTH IN ANY YEAR CAN BE ACCOMMODATED BY FILLING SEATS AND INCURRING ONLY MARGINAL INCREASED COST, THE ACCUMULATION OF GROWTH OVER TIME EVENTUALLY REQUIRES ADDING CLASS SECTIONS AND SUPPORT SERVICES AT THE AVERAGE UNIT COST.

THE EFFECT OF INCREMENTAL FUNDING IN A DISTRICT EXPERIENCING CONTINUING GROWTH IS ANALAGOUS TO PROGRESSIVE STRANGULATION. CONSIDERATION SHOULD BE GIVEN TO PROVIDING FOR A PERIODIC RECONCILIATION OR CATCH-UP WHEN GROWTH EXCEEDS A SPECIFIED LEVEL. IT IS MY UNDERSTANDING THAT NO OTHER SEGMENT OF EDUCATION IS SUBJECT TO THE ADVERSE IMPACT OF THE INCREMENTAL MARGINAL COST CONCEPT.

IN THE FINAL ANALYSIS, COMMUNITY COLLEGE FUNDING IS A CLOSED, STATE-CONTROLLED SYSTEM AND WHAT OCCURS IN ONE DISTRICT IN EITHER GROWTH OR DECLINE AFFECTS ALL DISTRICTS.

THERE IS ONE LAST CONCERN I WOULD LIKE TO SHARE WITH YOU. AS LEADERS WE NEED TO DEVELOP A GREATER UNDERSTANDING AND APPRECIATION FOR CALIFORNIA'S COMMUNITY COLLEGES AS A SYSTEM. WE MUST MINIMIZE OUR FOCUS ON THE PROVINCIAL INTERESTS OF OUR INDIVIDUAL DISTRICTS OR AREAS OF SERVICE. IF DISTRICTS CONTINUE TO SEEK SPECIAL FINANCIAL CONSIDERATION FROM THE LEGISLATURE, OFTEN AT THE EXPENSE OF OTHER COMMUNITY COLLEGE DISTRICTS, IT INEVITABLY WILL RESULT IN DEVISIVENESS. SUPPORT FOR THE SYSTEM BOTH FROM WITHIN AND WITHOUT WILL BE ERODED. IS IT POSSIBLE THAT WE HAVE MET THE ENEMY AND HE IS US?

IT'S TIME TO REASSES. IT'S TIME TO ASSUME STATESMEN-LIKE POSITIONS WHICH WILL DEMONSTRATE OUR CONCERN FOR THE CONTINUED QUALITY OF OUR COMMUNITY COLLEGE SYSTEM BY PARTICIPATING AND COOPERATIVELY WORKING TOGETHER IN AN OPEN PROCESS.

> AS SIR WINSTON CHURCHILL ONCE SAID, "IT'S THE ACHIEVING THAT MAKES LIFE WORTHWHILE, NOT THE ACHIEVEMENT."

YOU HAVE BEEN VERY KIND AND INDULGENT IN ALLOWING ME TO SHARE THESE THOUGHTS WITH YOU. I TRUST THAT WHAT I HAVE SAID HAS PROVOKED THINKING SO THAT OUR WORK AND EXPERIENCES

DURING THIS CONFERENCE WILL PRODUCE THE OBJECTIVES ENVISIONED BY THOSE WHO PLANNED THIS CONFERENCE.

TO BE SURE, THE FUTURE IS NOT WHAT IT USED TO BE; HOWEVER, HOPEFULLY THE FUTURE IS NOT AS BLEAK AS WOODY ALLEN SUGGESTS WHEN HE REPORTEDLY SAID

> " MORE THAN ANY OTHER TIME IN HISTORY, MANKIND FACES A CROSSROADS. ONE PATH LEADS TO DESPAIR AND UTTER HOPELESSNESS, THE OTHER TO TOTAL EXTINCTION. LET US PRAY WE HAVE THE WISDOM TO CHOOSE CORRECTLY."

THANK YOU.

TVG:dea
3/8/82

UNIVERSITY OF CALIFORNIA
ERIC CLEARINGHOUSE FOR
JUNIOR COLLEGES
96 POWELL LIBRARY BUILDING
LOS ANGELES, CALIFORNIA 90024
EE 26

MAR 26 1982